# ORIGINAL OPEN MEETING AGENDA ITEM



1	BEFORE THE ARIZONA CO	DRPORATION COMMISSION
2		AZ CORP COMMISSION DOCKET CONTROL
3	COMMISSIONERS	
4	SUSAN BITTER SMITH – Chair BOB STUMP	2015 DEC 9 PM 2 22 Arizona Corporation Commission
5	BOB BURNS	DOCKETED
6	DOUG LITTLE TOM FORESE	
7	TOM FORESE	DEC 0 9 2015
8	IN THE MATTER OF THE APPLICATION OF SUNZIA TRANSMISSION LLC, IN	DOCKL HED BY
9	CONFORMANCE WITH THE	) L PL
10	REQUIREMENTS OF ARIZONA REVISED STATUTES 40-360, ET. SEQ., FOR A	) ) DOCKET NO. L-00000YY-15031800171
11	CERTIFICATE OF ENVIRONMENTAL	)
12	COMPATIBILITY AUTHORIZING THE	, )
	SUNZIA SOUTHWEST TRANSMISSION	) Case No. 171
13	PROJECT, WHICH INCLUDES THE	)
14	CONSTRUCTION OF TWO NEW 500 KV TRANSMISSION LINES AND	)  REQUEST FOR REVIEW of Christina
15	ASSOCIATED FACILITIES ORIGINATING	) McVie
	AT A NEW SUBSTATION (SUNZIA EAST)	)
16	IN LINCOLN COUNTY, NEW MEXICO,	, )
17	AND TERMINATING AT THE PINAL	)
18	CENTRAL SUBSTATION IN PINAL	)
	COUNTY, ARIZONA. THE ARIZONA	
19	PORTION OF THE PROJECT IS LOCATED	)
20	WITHIN GRAHAM, GREENLEE, COCHISE, PINAL, AND PIMA COUNTIES.	)
21	COCINGE, FINAL, AND FINA COUNTIES.	)
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On September 2, 2015 Sunzia Transmission, LLC filed an Application for a Certificate of Environmental Compatibility ("CEC") authorizing construction of its Southwest Transmission Project. The Arizona Power and Transmission Line Siting Committee (Committee) granted the undersigned Christina McVie intervention in the matter on October 19th, 2015. The Committee issued a CEC approving the Project on November 24, 2015 after a 13-day hearing.

### I. Introduction

This request for review of the Certificate of Environmental Compatibility ("CEC") is filed pursuant to A.R.S. § 40.360.07(A), which provides that any party to a certification proceeding may request a review of the Line Siting Committee's decision by the Arizona Corporation Commission.

# II. Criteria for evaluation of the CEC and decision by the Committee

This request for review requests the Commission deny the CEC recommended by the Arizona Power Plant and Transmission Line Siting Committee due to the Committee's failure to adequately address A.R.S. § 40-360.06 - Factors to be considered in issuing a certificate of environmental compatibility:

- A. 1: "Existing plans of this state, local government and private entities for other developments at or in the vicinity of the proposed site";
- A. 2: "Fish, wildlife and plant life and associated forms of life on which they are dependent";
- **A. 4**: "The proposed availability of the site to the public for recreational purposes, consistent with safety considerations and regulations";
- **A.** 5: "Existing scenic areas, historic sites and structures or archaeological sites at or in the vicinity of the proposed site";
- A. 6: "The total environment of the area";
- **A.** 7: "The technical practicability of achieving a proposed objective and the previous experience with equipment and methods available for achieving a proposed objective"; and
- A. 9: "Any additional factors that require consideration under applicable federal and state laws pertaining to any such site", and
- **Factor B**: "The committee shall give special consideration to the protection of areas unique because of biological wealth or because they are habitats for rare and endangered species."

Due to the Project's proposed impacts on Pima County's Conservation Lands System (CLS) and pending Multi-species Habitat Conservation Plan (MSCP), and Arizona Game and Fish Department's (AGFD) documented regional wildlife movement and connectivity corridors; riparian areas, rare and sensitive grasslands, extremely old-growth ironwood tree and saguaro upland Sonoran desert vegetative communities, and Globally Important Bird Areas (IBAs); recreational opportunities and their positive, sustainable impacts on local, state and regional economies; cultural heritage, biological wealth and habitats for rare and endangered species of the San Pedro River Watershed; the total environment of southeast Arizona; and AGFD mandated state management of wildlife, this CEC should be denied.

In addition, the undersigned respectfully disagrees with the "Findings of Fact and Conclusions of Law" #4 and #5.

To date, this Project and the conditions placed on the Project in this CEC do not effectively minimize the Project's impact on the environment and ecology of the state nor do the conditions placed on the Project in this CEC resolve matters concerning balancing the need for the Project with its impact on the environment and ecology of the state. To the contrary, while this may be termed a Certificate of ENVIRONMENTAL COMPATIBILITY, at this point in time it is anything but that and will require Commission action in order to deserve that title.

# III. Testimony related to the CEC criteria for evaluation

Testimony at the Line Siting Hearing by Ms. Tice Supplee, Mr. Scott Wilbor and Ms. Christina McVie was unequivocal and unrefuted in establishing the unique characteristics, extensive cultural heritage, Outstanding Arizona Waters, species richness, presence of rare, threatened and endangered species, and extraordinary biodiversity of southeast Arizona per A.R.S. § 40-360.06 A and B.

Ms. Supplee, former Game Branch Chief of the Arizona Game and Fish Department from 1988-2004 and Wildlife Habitat Program Manager of the AGFD's southeastern Arizona Region 5 from 1979-1988, testified regarding recent research by Boykin and Kepner *et al* which established that, for the 817 terrestrial vertebrate species that reside, breed, or use the habitat

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within the 5-state Southwest study area for a significant portion of their life history, the San Pedro Watershed has the highest level of species richness and is the single most biodiverse area within the entire arid southwest, an area comprising approximately 20% of the conterminous United States. Ms. Supplee testified that the San Pedro Watershed supports one of the highest numbers of mammal species in the world and provides critical habitat and a migration corridor for hundreds of bird species; that approximately one third of the lower river valley corridor is now in protected status, after over \$42 million in conservation investments; that stream flow and habitat conditions are improving; and that the Watershed has been a focal point for conservation and mitigation investments because of the opportunity to protect and restore a relatively undisturbed river system, cross-valley wildlife movement, and ecological processes such as fire that maintain ecosystem health.

Ms. Supplee informed the Committee that the AGFD has established a recreation strategy to "identify, assess, develop, and promote watchable wildlife recreational opportunities" in addition to promoting sustainable harvests via hunting and that among the harvestable subgroups, metric values for big game, small game, and upland game are greater in the San Pedro Watershed than elsewhere in the southwest study area, providing recreational and cultural services. She testified that total species richness is a fundamental metric of biodiversity that is used to characterize conservation areas of interest and that metrics reflecting harvestable species and high bird species richness represent economic, recreational, and esthetic value. Ms. Supplee further reported that 1.6 million people participated in some form of watchable wildlife recreation in Arizona in 2011, primarily observing birds followed by mammals, amphibians and reptiles, and that the total economic effect from 2011 watchable wildlife activities in Arizona was \$1.4 billion.

Ms. Supplee testified further that sky island grasslands, such as those in southeastern Arizona, are of great conservation concern for birds and other species and, while they are threatened by shrub and non-native species incursion, many of them are restorable. The National Fish & Wildlife Foundation describes them as one of America's great hotspots for wildlife diversity, hosting more than twice as many mammal species as Yellowstone National Park and

supporting the nation's highest diversity of reptiles, bees and ants. NFWF has targeted \$13-15 million for investment from 2010-2020 to leverage an additional \$265 million for the region, including the AGFD Bonita Restoration Project potentially adversely impacted by the proposed SunZia Transmission Line (s) north of Willcox.

Ms. Supplee also testified regarding potential adverse impacts to the National Audubon Society's Important Bird Area Program and specifically to the Pinaleño Mountains Global IBA, the Willcox Playa and Cochise Lakes Global IBA, the Lower San Pedro River Global IBA, and the Tucson Sky Island Global IBA. These areas represent globally important avian migration corridors and provide such ecosystem services as pollination of crops and other plants, and insect and disease control, in addition to recreational opportunities.

Mr. Wilbor testified that the San Pedro Watershed is a part of the second least fragmented region in Arizona, according to AGFD's HabiMap, and hosts numerous AGFD Species of Greatest Conservation Need and Species of Economic and Recreational Value, including rare, threatened and endangered species. Species move between the main stem of the river and higher forested elevations, traversing up and down gradient along its many riparian tributaries, utilizing these as wildlife movement corridors, as initially described by the AGFD/ADOT *et al* 2006 Arizona's Wildlife Linkages Assessment and subsequently refined by county specific studies. Species observed moving upslope and downslope include both the federally threatened Mexican Spotted Owl and Yellow-billed Cuckoo. Recent Yellow-billed Cuckoo survey results, conducted by the Tucson Audubon Society under contract with the USFS, were included in the Tucson Audubon Society's Limited Appearance and Mr. Wilbor's testimony.

Both Mr. Wilbor and Ms. Supplee testified to the varied and numerous ecosystem services and recreational opportunities provided by the region that contribute significantly to the local, state and regional economies.

Ms. McVie presented evidence and testified to the extremely old growth ironwood tree

and saguaro habitat potentially adversely impacted by SunZia and the significant challenges entailed in salvage and transplantation of same, noting that ironwoods may be up to 1200-1500 years of age and saguaros may be up to 250-300 years of age. She also called into question the practicability of achieving no net loss of flowering of agaves and saguaros, within 5 years of construction, per the requirements of the Biological Opinion of the USFWS.

Ms. McVie presented testimony regarding potential negative impacts to AGFD documented wildlife linkage movement corridors along the proposed route, in addition to the testimony of Ms. Supplee and Mr. Wilbor, including the Galiuro-Pinaleño-Dos Cabezas Mountains Wildlife Linkage, the Santa Catalina/Rincon-Galiuro Mountains Wildlife Linkage, the Ironwood Forest National Monument-Picacho Mountains-Durham-Coronado Plains Wildlife Linkage and the Pima and Pinal County Wildlife Linkage Assessments conducted by the AGFD. As stated in the wildlife linkage reports referenced, "the Sonoran Desert Ecoregion is home to more than 200 threatened species, and its uniqueness lends to a high proportion of endemic plants, fish, and reptiles (Marshall et al. 2000; The Nature Conservancy 2006). More than 500 species of birds migrate through, breed, or permanently reside in the ecoregion, which are nearly two-thirds of all species that occur from northern Mexico to Canada (Marshall et al. 2000). The Sonoran Desert Ecoregion's rich biological diversity prompted Olson and Dinerstein (1998) to designate it as one of 233 of the earth's most biologically valuable ecoregions, whose conservation is critical for maintaining the earth's biodiversity."

Ms. McVie presented testimony regarding the public process and adoption of the Pinal and Pima County state-mandated Comprehensive Plans, in compliance with Growing Smarter and Growing Smarter Plus legislation, including the requirements of Pima County for compensatory mitigation for both impacts to their Conservation Lands System and their pending Multi-species Conservation Plan and Incidental Take Permit under Section 10 of the Endangered Species Act of 1973.

## IV. Conditions that would address concerns about mitigation of impacts

During the Committee's deliberations regarding this CEC, they requested the Applicant

provide the "gold standard" of mitigation for this Project. Despite the Committee's best intentions, that did not happen. This Project and the conditions placed on the Project in this CEC do not effectively minimize the Project's impact on the environment and ecology of the state nor do the conditions placed on the Project in this CEC resolve matters concerning balancing the need for the Project with its impact on the environment and ecology of the state. Mitigation of the proposed Project was NOT adequately addressed by the Committee. I strongly believe that the Commission should deny a CEC for this case because the admitted adverse environmental impacts far outweigh the potential benefits to the state of Arizona, and I urge the Commission to do so. However, in the event the Commission nonetheless decides to grant a Certificate of ENVIRONMENTAL COMPATIBILITY, the undersigned requests the Commission modify the CEC for this case to include certain proposed conditions which were not adopted by the Committee.

The purpose of Environmental Mitigation is to offset otherwise lawful impacts to existing cultural, historic, or natural resources such as streams, wetlands, sensitive wildlife habitats, rare or endangered species, archeological sites or historic structures. Mitigation has tiers that may generally be defined as:

- (a) Avoiding an impact altogether;
- (b) Minimizing the impacts of an action and its implementation;
- (c) Rectifying the impacts by repairing, rehabilitating, or restoring the affected environment;
- (d) Reducing or eliminating the impact over time by actions taken during the life of the Project and
- (e) Compensating for the impact by replacing or providing substitute resources or environments.

The *Pro Se* Interveners provided evidence that demonstrated the technological feasibility of the use of helicopters for surveys and construction, including tower placement, stringing, tensioning operation and maintenance of any transmission line(s), which could be successfully be employed for any and all activities in biologically sensitive waters or habitats or culturally sensitive sites, based on the completion of the Antelope-Pardee 500-kV Transmission Project portion of the Tehachapi Renewable Transmission Project in the Angeles National Forest in

California. The Committee concluded, per A.R.S. § 40-360.06 Factor 7, that this approach IS technically practicable for achieving the proposed objective of avoiding and minimizing impacts of the proposed Project and that there IS previous experience with the equipment and methods available for doing so. However, in Condition 26 of the proposed CEC, this is only applied to an eight mile portion of the proposed Project within the San Pedro River Watershed in the vicinity of Paige Canyon. Despite the *Pro Se* Intervener's evidence, the public comments of Archaeology Southwest and the Tucson Audubon Society, and The Nature Conservancy's and Pima County's Limited Appearances, Condition 26 only states that SunZia "will work with ASLD in determining how, when, and where the use of helicopters can assist in mitigating the impact of construction activities, setting transmission structures and conductors, including tower placement, stringing, tensioning, and operation and maintenance of any transmission line (s) on biological and cultural resources in the remainder of the San Pedro River Valley in which the Project will be built. All of the above shall take into account, where relevant, the potential air wash effect of and/or tribal sensitivity to the use of helicopters near cultural sites, Nothing in the foregoing precludes the Applicant from considering or utilizing aerial construction along other portions of the Route." This is an insufficient commitment and could be strengthened by the Commission.

With adequate consideration of the evidence of record and A.R.S. § 40-360.06 Factors A 1, 2, 4, 5, 6, 7 and 9 and B, I respectfully request the Commission adopt recommendations made within the Limited Appearances of The Nature Conservancy and Pima County, and the public comment letters of the Tucson Audubon Society and Archaeology Southwest, to modify proposed CEC Condition #26 to require that:

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"SunZia shall utilize helicopters for any and all construction activities within the San Pedro River watershed and riparian areas and may be used in upland Sonoran desert, grasslands, and wooded areas, as determined to be technically feasible and desirable, in consultation with the Arizona State Land Department, land managers, the Arizona Game and Fish Department, and the Southeast Arizona Ecological Field Office of the USFWS,

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taking into account, where relevant, the potential air wash effect of and/or tribal sensitivity to the use of helicopters near cultural sites. The goal shall be to completely avoid the construction of any new roads, especially in the San Pedro Watershed, and that existing roads and bordering vegetation not be altered or degraded from their existing state as a result of the Project. In addition, at riparian crossings, towers and conductors shall be of sufficient height to avoid tree removal or modification required to meet NESC and FERC safety standards."

Under A.R.S. § 17-102, Chapter 1, Article 1, "Wildlife, both resident and migratory, native or introduced, found in this state, except fish and bullfrogs impounded in private ponds or tanks or wildlife and birds reared or held in captivity under permit or license from the commission, are property of the state...". The Arizona Game and Fish Commission establishes policy for the management, preservation, and harvest of wildlife. The Commission makes rules and regulations for managing, conserving, and protecting wildlife and fisheries resources, and off-highway vehicle operations for the benefit of the citizens of Arizona. In support of the Commission's obligations, the Director of the Arizona Game and Fish Department, as chief administrative officer, provides policy, general supervision and control of all Department functions and activities. The Department Operating Manual Section I: Wildlife, Habitat and the Environment, Chapter 2: Habitat and the Environment, Section 3: Wildlife and Wildlife Habitat Compensation, states, "It shall be the policy of the Department to develop adequate compensation plans for actual or potential habitat losses resulting from land and water projects in accordance with State and Federal laws. Habitat compensation plans will seek compensation at a 100% level, where feasible, and will be developed using habitat resource category designations." It further states, "The Director of the Arizona Game and Fish Department is authorized under A.R.S. § 17-211(D) to perform the necessary administrative tasks required to manage the wildlife resources of the State of Arizona. Pursuant to those duties and in accordance with federal environmental laws and resource management acts, such as the National Environmental Policy Act, Fish and Wildlife Coordination Act, and Endangered Species Act, the Director is

further charged with cooperating in the determination of potential impacts to Arizona's wildlife resources resulting from federally funded land and water projects. In addition, a Commission M.O.U. assigns similar responsibilities for evaluating proposed projects on lands administered by the State Land Department. An integral part of this process is the development of adequate compensation measures aimed at eliminating or reducing project-associated impacts." Furthermore, under the provisions of A.R.S. § 17-231, Chapter 2, Article 3, "B. 7. The Arizona Game and Fish Commission may enter into agreements with the federal government, with other states or political subdivisions of the state and with private organizations for the construction and operation of facilities and for management studies, measures or procedures for or relating to the preservation and propagation of wildlife and expend funds for carrying out such agreements.", and, under "B. 14. Solicit and accept grants, gifts or donations of money or other property from any source, which may be used for any purpose consistent with this title." A.R.S. § 17-241 states the Commission may "2. Acquire by purchase, lease, exchange or gift lands or waters for use as fish hatcheries, game farms, shooting areas, firing ranges or other purposes necessary to carry out the provisions of this title."

With adequate consideration of A.R.S. § 40-360.06 Factors A 1, 2, 4, 5, 6, 7 and 9 and B, I respectfully request the Commission modify the CEC to add Condition #38, to reflect the substantial interest and statutory responsibility of the Arizona Game and Fish Commission and Department in managing, conserving and protecting wildlife and fisheries resources and for the safe and regulated off-highway vehicle operations for the benefit of the citizens of Arizona to read:

"38. AGFD shall determine additional compensatory mitigation for potential wildlife habitat and wildlife corridor losses, degradation and residual impacts to the state per their statutory authorities. Unauthorized access to the right of way, such as by off-road vehicle use, shall be controlled, monitored, and adaptively managed for the life of the Project, and funded by the Applicant. In areas of pronghorn habitat and other sensitive grasslands, tower structure type and transmission line placement shall be coordinated with AGFD such that prescribed fire shall continue to be a viable management option for grassland

habitat management. Where fencing is placed or replaced, consultation with the landowner, land manager and AGFD shall determine the appropriate type of fencing using AGFD's Guidelines."

The threat posed by the potential introduction of exotic invasive species, especially buffelgrass, was discussed in testimony offered by Ms. Supplee, Mr. Wilbor and Ms. McVie. Buffelgrass is unique in that it outcompetes and suffocates native species and eventually establishes a monoculture of African grass that burns faster and hotter than anything fire management authorities have previously dealt with. The Sonoran desert ecosystem has never developed an adaptation to fire. The threat to lives, public and private property, and the entire Sonoran desert ecosystem cannot be overstated. With adequate consideration of A.R.S. § 40-360.06 Factors A 1, 2, 4, 5, 6, 7 and 9 and B, I respectfully request that the Commission modify the CEC to add Condition #39 stating:

"39. SunZia, its successors and/or assignees shall, in conjunction with the Arizona State Land Department, AGFD and potentially impacted land managers, develop and fund a program to monitor and adaptively manage invasive species within and adjacent to its rights of way and any roads utilized by SunZia, its agents/contractors, successors or assignees, and shall maintain the program for the life of the Project, or through decommissioning."

# V. Conditions that would address concerns about misrepresentation of the Project

Near the end of the end of the Line Siting Committee Hearing on November 19<sup>th</sup>, 2015, Member Olea suggested a number of Conditions, stating he specifically wished to put them on the record for the Commission's benefit and review, which would guarantee that the speculative, precedent setting SunZia merchant line would actually carry renewable energy from New Mexico to Arizona to benefit our state. I hope the Commission will study them and the Applicant's response carefully.

In the spirit of Member Olea's obvious and sincere concern, and with adequate

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consideration of A.R.S. § 40-360.06 Factors A 1, 2, 4, 5, 6, 7 and 9 and B, I respectfully request that the Commission modify the CEC to add Conditions #40 and #41 stating:

"40. To ensure that the main stated objective of this Project is achieved and that the Project will be completed as a whole, construction of the first SunZia 500 kV line shall not commence in Arizona until the full extent of anchor tenant transmission rights for the first line (50% of capacity) granted under Federal Energy Regulatory Commission (FERC) Order in docket number EL11-24-000 has been committed to signed power purchase agreements and fully executed anchor tenant contracts that will result in renewable energy generation interconnections to the SunZia East substation in Lincoln County, New Mexico."

And,

"41. Line construction of the first SunZia line shall be initiated at the Willow Substation and shall first commence eastward toward the New Mexico renewable energy resources in Lincoln County, New Mexico, energizing the two successive eastward line segments from the TEP interconnection at Willow. To prevent the potential unnecessary loss of high environmental value in the San Pedro watershed in the event of financial failure for the New Mexico portion of the Project, the last route segment to be completed shall be the segment between the Willow Substation and the Pinal Central Substation."

Requested Condition #41 is particularly pertinent given comments of the Committee members prior to their vote. In the transcript of the Line Siting Hearing, November 19th, 2015, VOL XIII, page 2704, line 4, Chairman Chenal echoed the comments of many Members of the Committee when he said, "I am very upset that there is not an alternate route." At line 11 he said, "I think this is a perfect example of the worst of the decision, of the effort to find the least worst decision. And boy, if there has ever been a case that demonstrates that, I think this is it. The jewel, the San Pedro River Valley is pristine. That tour that we took, it was beautiful, absolutely beautiful. And my heart just breaks that, you know, there is going to be a transmission line that's going through there." On page 2705, line 21 the Chairman said, "So I vote aye, reluctantly, and it

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is painful for me to do it. Because I think that statute does mean something, that statute that requires special consideration be given to areas such as the San Pedro River Valley."

#### VI. Conclusion

My response to Chairman Chenal's and other Member's comments is this: the Committee had the option and authority to deny this Project and so does the Commission. The Committee is not required, based on what is arguably a flawed BLM process that was largely driven by federal government and the New Mexico BLM Office, to approve this Project. Even Mr. Ray Sauzo, head of the Arizona BLM Office, in his appearance before the Committee, stated for the record that he and the Arizona BLM Office neither supported nor opposed this Project. The Commission has the authority and the opportunity to do the right thing for the state of Arizona. I strongly believe this Project is not truly mitigatable and urge you to deny this CEC – it is not the "gold standard" of mitigation nor does it make the proposed SunZia Project environmentally compatible.

However, if you chose to approve and grant this Project a CEC, with adequate consideration of A.R.S. § 40-360.06 Factors A 1, 2, 4, 5, 6, 7 and 9 and B, I respectfully encourage you to strengthen the CEC such that it actually demonstrates some level of environmental compatibility by adopting the undersigned's proposed revisions and additions.

Respectfully submitted 12/09/2015,

Christina MeViE

ORIGINAL and 25 COPIES of the foregoing hand-

25 delivered on this 9th day of December 2015 to:

Arizona Corporation Commission

27 Docket Control

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28 | 1200 W. Washington Street

1	Phoenix, AZ 85007-2996
2	Copy sent to Chairman Thomas Chenal via email and
3	regular mail on December 9, 2015.
4	Copy sent via email to the following on December 9, 2015:
5	Janice Alward jalward@azcc.gov
6	Lisa Romeo Lisa.Romeo@azag.gov
7	Samuel Lofland SLofland@rcalaw.com
8	Lawrence Robertson tubaclawyer@aol.com
9	Albert Acken aacken@rcalaw.com
10	Cedric Hay cedric.hay@pinalcountyaz.gov
11	Charles Hains chains@azcc.gov
12	Lat Celmins-Icelmins@mclawfirm.com
13	Norm "Mick" Meader nmeader@cox.net
14	Jay Shapiro jay@shapslawaz.com
15	Peter Gerstman peter.gerstman@robson.com
16	Christina McVie christina.mcvie@gmail.com
17	Marta T. Hetzer, Court Reporter mh@coashandcoash.com
18	Peter T. Else <u>bigbackyardfar@gmail.com</u>
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